

TWC/2016/0749

Land opposite Phoenix Academy, Duce Drive, Dawley, Telford, Shropshire  
Erection of 18no. 2bed bungalows with associated access, parking and landscaping

**APPLICANT**

Strata Developments

**RECEIVED**

17/08/2016

**PARISH**

Great Dawley

**WARD**

Malinslee and Dawley Bank

**OFFICER**

Steven Drury

**THIS APPLICATION CONTAINS A S106 AGREEMENT AND HAS THEREFORE BEEN REFERRED TO PLANS BOARD FOR DETERMINATION**

**1.0 PROPOSAL**

- 1.1 This application seeks full planning permission for the erection of 18 bungalows on land at Duce Drive, Dawley. The proposal will provide 18, semi-detached and terraced, two bedroom bungalows with associated access, car parking provision and landscaping.
- 1.2 The application has been accompanied by the following supporting documents:
- Design and Access Statement
  - Noise Impact Assessment
  - Wrekin Housing Retirement Living Statement
- 1.3 Whilst the site falls within the Dawley Regeneration Masterplan area, it does not accord with the principles of the masterplan given that it seeks permission for residential accommodation and has therefore been submitted as a standalone full application.

**2.0 SITE AND SURROUNDINGS**

- 2.1 The site is located within Dawley Town Centre, at the eastern end of the Dawley High Street, on vacant land to the east of a recently completed surface car park and to the north of the Phoenix Academy. The site forms part of the regeneration works taking place at the eastern end of Dawley Town Centre and follows extensive re-profiling works, highway reconfiguration and public realm improvements as part of works to redevelop the area.
- 2.2 The site is currently vacant and surrounded by hoardings. To the west is the currently vacant Lord Hill public house, to the north-west is a doctor's surgery and residential properties are located to the north, but separated by a re-profiled grassed area and embankment approximately 25 metres wide.

### **3.0 RELEVANT PLANNING HISTORY**

- 3.1 Outline planning permission was granted in 2010 under TWC/2010/0036 for a mixed use development of 35.3 hectares comprising a new school and associated sports pitches, retail units, residential dwellings, a nature park, a childrens playground, BMX track, public open space, landscaping and rights of way and associated works. These works also included the re-alignment of the road layout to improve access to Dawley High Street. The site falls within the wider masterplan site area and had been allocated as car parking for a supermarket to be constructed to the west. The proposal does not accord with the principles of that permission given that it seeks permission for a residential development and has therefore been submitted as a full standalone application.

### **4.0 PLANNING POLICY CONTEXT**

- 4.1 National Guidance  
National Planning Policy Framework (NPPF)
- 4.2 Wrekin Local Plan:  
UD2: Design Criteria  
UD3: Urban Design Assessment  
UD4: Landscape Design  
H6: Windfall Sites in Telford & Newport  
H22: Community Facilities  
H23: Affordable Housing
- 4.3 Telford & Wrekin Core Strategy:  
CS1: Homes  
CS3: Telford  
CS5: District and Local Centres  
CS8: Regeneration  
CS9: Accessibility and Social Inclusion  
CS15: Urban Design
- 4.4 Telford Local Plan (Publication Version 2011-2031)  
SP1: Telford  
SP4: Presumption in Favour of Sustainable Development  
HO4: Housing Mix  
HO5: Affordable Housing Thresholds  
HO7: Specialist Housing Needs  
C3: Impact upon Highways  
C4: Design of Roads and Streets  
C5: Design of Parking  
BE1: Design Criteria

### **5.0 SUMMARY OF CONSULTATION RESPONSES**

- 5.1 **Local Member/Parish Council responses**

5.1.1 Great Dawley Parish Council: No comment

## 5.2 **Technical consultation responses**

5.2.1 Parks and Open Spaces: Comment

Requests confirmation of how open space is to be managed. There is a need for a long term maintenance/management plan. Development generates the need for recreation/leisure which should be in the form of an off-site contribution of £600 per property to be secured by S106 agreement.

5.2.2 Highways: comment

Makes no objection to the proposal subject to conditions relating to provision of parking, turning and loading areas and full construction details of roads, footways, retaining features, accesses, etc.

5.2.3 Drainage: Support subject to conditions

No objection subject to conditions requiring detailed surface water drainage details to be provided prior to commencement.

5.2.4 Affordable Housing: Comment

Confirms the scheme will provide 18 two bedroom bungalows for affordable rent, two of these will be built to wheelchair standard. Scheme has been discussed previously with The Wrekin Housing Trust (WHT) and a successful grant funding bid by WHT to The Homes & Communities Agency (HCA) has also been supported.

There is a continuing shortfall of affordable rented homes in the borough and the provision of two bedroom bungalow accommodation (including 2 wheelchair standard bungalows) will meet a specific local need. The stated floor areas for property types A, B and D are consistent with the Housing Quality Indicator recommended range for 2 bed 3 person dwellings. WHT are a major local housing provider with more than 10,000 homes in the borough, with a strong track record as a developer and manager of affordable homes. WHT has a local office in Dawley High Street, close to this development.

Recommends that, if planning permission is to be granted, a condition is added requiring a Local Lettings Plan for this scheme is to be agreed in writing with the Council before these properties are advertised and occupied.

5.2.5 Ecology: Support subject to conditions

The site is largely devoid of vegetation and is fenced off from the wider school site by solid fencing. No objection is raised subject to a condition requiring a lighting plan and informatives.

5.2.6 Environmental Health (Pollution Control): Awaited

5.2.7 Environmental Health (Contaminated Land): Awaited

5.2.8 West Mercia Police: comment

Makes suggestions in terms of how to design out crime to promote community safety.

#### 5.2.9 Shropshire Fire Service: Comment

Requests consideration is given to the information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications as part of the planning process.

#### 5.3 **Neighbour consultation responses**

None received.

### 6.0 **PLANNING CONSIDERATIONS**

6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- Principle of Development
- Design and Visual Impact
- Highways and Access
- Noise and Amenity Issues
- Other Matters

#### 6.2 **Principle of Development**

6.2.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that planning applications must be determined in accordance with the adopted development plan unless material considerations indicate otherwise. In this instance, the development plan for Telford and Wrekin comprises the Telford & Wrekin Core Strategy, saved policies within the Wrekin Local Plan, and the Madeley Neighbourhood Plan. The emerging Telford & Wrekin Local Plan (TWLP) has now been submitted for independent examination in accordance with Section 22 of The Town and Country Planning (Local Planning) (England) Regulations 2012 with hearings starting on 15th November 2016 and can now also be given weight in the determination process. The National Planning Policy Framework (NPPF) is also a material consideration in planning decisions.

6.2.2 The local development plan supports the provision of residential development on sites within the Telford urban area. Core Strategy Policies CS1 and CS3 seek to focus the majority of new homes, jobs and services on the Telford urban area. Policy CS5 sets out a list of district centres, which include Dawley, where the focus will be on the provision of new development serving the needs of their communities. Whilst the site is not located within the district centre as indicated on the Wrekin Local Plan Proposal Map, it is directly adjacent to it and the provision of 18 retirement bungalows is considered to meet a community need.

6.2.3 The proposed development performs well against the criteria within Saved Wrekin Local Plan Policy H6, which confirms that housing development on

sites of between 0.4 and 1 hectare will be supported where a list of criteria can be satisfied including: -

- a) Access: the site is easily accessible both on foot and by car and benefits from good connectivity to Dawley District Centre.
- b) Drainage: the site is not located within Flood Zones 2 or 3 and no objection is raised in principal by the Council's Drainage team. A detailed drainage scheme will be requested as a condition.
- c) Land Stability and Contamination: the site is not located within an area of slope instability and no concerns have been raised in terms of contamination or ground conditions resulting from previous uses on the site.
- d) Impact upon Local Environment: Consideration of these factors will take place later in this report.
- e) High Design Quality: following extensive pre-application discussions, the proposal is considered to represent a sympathetic and appropriate form of design.
- f) Proximity to District Centre: the site is located within 800m of a district centre
- g) Density and Connectivity: the development is considered to be of an appropriate density taking into account the site area and location and benefits from good close links to bus routes.

6.2.4 Whilst the emerging Telford & Wrekin Local Plan (T&WLP) has not yet been adopted, paragraph 216 of the NPPF advises that from the day of publication, decision-takers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given); the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given). In this instance, officers are satisfied that there are no unresolved objections in respect of the relevant housing policies and the emerging local plan can therefore also be given weight. Policy SP1 confirms that Telford will continue to be the principle focus for housing and employment development, with housing to be provided on previously developed land within the urban area. Policy HO4 requires housing developments to deliver a mix of housing types, sizes and tenures in order to meet the changing needs of households including an ageing population. Policy HO7 also advocates support for schemes which address specialist housing needs such as retirement housing or other specialist accommodation. Such accommodation is required to support an ageing population and a changing emphasis towards community care rather than hospital care.

6.2.5 The proposal will be provided on land which, whilst not previously developed, has been cleared, prepared and reprofiled as part of the Dawley Masterplan development. The site currently sits vacant and has become something of an eyesore. The development therefore presents the opportunity to improve the appearance of the land. The proposal will provide a much need type and

tenure of accommodation in the form of retirement bungalows, meeting the needs of the community and providing for an ageing population in accordance with Policies HO4 and HO7. The site is also in a convenient location for such a development, in close proximity to the district centre where a range of shops and services are available, good connectivity and access exist and the site benefits from good access to public transport.

- 6.2.6 It is therefore considered that the principal of the development complies with the local development plan, subject to consideration of the following detailed technical issues: -

### 6.3 Design and Visual Impact

6.3.1 The application follows lengthy pre-application discussions with the agent in order to provide a scheme which befits the site in the centre of the Dawley regeneration masterplan area yet meets the specific requirements in terms of providing retirement accommodation. The proposed development has been designed to contain an active frontage with 10 bungalows fronting onto Duce Drive, comprising two three-property terraces and two blocks of two semi-detached properties either side of the access road. The properties will be set behind a narrow strip of soft landscaping which will help to soften their appearance within the street scene and provide a more visually pleasing public realm. The properties will be bungalows with gables in the centre which will contain a mixture of render and painted horizontal boarding. The development will contain a mixed palette of materials including variations in facing brick and roof tile colour. The overall building heights will also vary in order to provide further interest in the street scene. Finally, it is considered that the street scene will be further enhanced by the provision of a small number of trees which will continue the treatment which extends around the public car park immediately to the west of the site.

6.3.2 Within the development, a further eight properties will be provided in three blocks of semi-detached buildings, also in a mixture of styles, sizes and palette of materials. Each property will have its own private rear garden, dedicated parking space and visitor parking spaces, each of which will be provided in a block paved finish.

6.3.3 Landscaping: Officers are satisfied that a generous amount of landscaping and open space will be provided as part of the scheme, which will complement the design and help it to integrate into the surrounding area.

6.3.4 Having regard to the above considerations, officers are satisfied that the proposal will accord with saved Wrekin Local Plan Policies UD2 and UD4, Core Strategy Policy CS15 and Policy BE1 of the emerging Telford & Wrekin Local Plan.

### 6.4 Highways and Access

6.4.1 Vehicular access will be obtained from Duce Drive via a short access road which curves around the rear of plots 11 to 18. Parking and access to those

properties will be obtained to the rear. Five visitor spaces will be provided alongside the access road at the rear of the site. The road and footway will be finished in tarmac but the parking spaces and secondary road will be block paved.

- 6.4.2 A total of 30 parking spaces will be provided. Parking standards contained within the emerging local plan (which can now be given weight) require 1.4 spaces per dwelling for 2 bed dwellings in the urban area which would equate to a requirement for 25.2 spaces. As such, the proposal is considered to satisfy the parking standard requirements in the emerging Telford & Wrekin Local Plan. The proposal has been assessed by the Council's Highways Officer who is satisfied that it complies with parking design requirements set out in Policy C5.
- 6.4.3 The proposed development is not of a nature or size to require a supporting transport assessment and officers are generally satisfied that it can be accommodated by the surrounding highway network without any significant adverse impact upon highway or pedestrian safety.
- 6.4.4 The site is located in close proximity to Dawley district centre where a range of shops and services are available. The site is also in close proximity to bus stops with good public transport links to Telford Town Centre and surrounding areas. The site also benefits from good, level pedestrian access making it easily accessible to the elderly or infirm and two of the proposed properties will be made fully wheelchair accessible. The site is therefore considered to be located in a sustainable location benefiting from good connectivity to Dawley centre and Telford Town Centre, and therefore complies with the requirements of Core Strategy Policy CS9 and the NPPF paragraph 34 in terms of reducing the need to travel.

## 6.5 **Noise and Amenity Issues**

- 6.5.1 Given the proximity to Dawley High Street and Phoenix Academy, a noise impact assessment has been submitted to consider the likely noise impact upon the amenities of future occupiers. Measurements and observations made at the site indicate that the general noise climate is primarily determined by intermittent traffic flows on Duce Drive with additional localised noise from traffic on other local roads. There are no significant sources of noise associated with the normal operation of the Phoenix Academy and Sports Centre. The report recommends that appropriate acoustic reduction can be achieved for internal rooms through the use of appropriate rated acoustic windows with trickle vents for ventilation. Appropriate acoustic fencing for Plot 1 (where the side boundary fronts onto Duce Drive) is also required to achieve suitable noise reductions. On the basis that the above mitigation measures are carried out, satisfactory living conditions for future occupants can be achieved.
- 6.5.2 There are no existing residential properties within the immediate vicinity of the site. The nearest properties, Lancaster Court and Lancaster Avenue are located approximately 40 metres to the rear (north) of the site, separated by a

grassed area. Having regard to the distance between the properties and the fact that the proposed dwellings will be bungalows, it is not considered that any unacceptable overbearing impact or overlooking of the existing properties would occur.

## **6.6 Trees, Landscaping, Open Space and Ecology**

6.6.1 The site was cleared of trees and grass covering as part of the re-profiling works which took place during the early stages of the Dawley regeneration scheme in order to facilitate the construction of the Phoenix Academy. As a result, the development site is largely devoid of vegetation and is fenced off from the surrounding land by solid fencing. The Planning Ecologist has inspected the proposal and raises no objection on ecology grounds, subject to a condition being imposed requiring external lighting details and informatives concerning nesting wild birds and great crested newts. As such, the proposal is considered to comply with Core Strategy Policy CS12 and emerging Local Plan Policy NE1.

6.6.2 The proposed development includes a number of areas of incidental open space located around the development. Grassed areas will be provided in front of the dwellings fronting onto Duce Drive together with smaller areas of planting and larger planted beds will be provided around parking bays and corner plots to the rear of the site.

6.6.3 The agent has confirmed that areas of open space will be maintained by the applicants own management company and this can be controlled by condition. This meets the requirements of emerging TWLP Policy NE5.

6.6.4 The proposed development does meet the trigger to provide a contribution towards onsite or offsite recreation as required by Policies LR4 and LR6 of the Wrekin Local Plan and NE4 of the emerging TWLP. The applicant has agreed to meet the Healthy Spaces Officer request of £600 per dwelling towards offsite leisure/recreation contribution which will go towards improving facilities in the nearby Dawley Park. This will be secured by S106 agreement.

## **6.7 Other Matters**

6.7.1 Drainage: the site is not located within Flood Zones 2 or 3 and no objection is raised in principal by the Council's Drainage team. A detailed foul and surface water drainage scheme and SUDS Management Plan will be requested as a condition.

6.7.2 Ground Conditions: The site is in a low risk area for mining activity and is not known to suffer contamination from previous uses on the site. No level alterations are required.

## **6.8 Financial Contributions/S106**

6.8.1 As per paragraph 6.6.4, the application meets the trigger to provide a contribution towards onsite or offsite recreation. The applicant has agreed to

meet the Healthy Spaces Officer request of £600 per dwelling (total £10,800) towards offsite leisure/recreation contribution which will be secured by S106 agreement and will go towards improving facilities in the nearby Dawley Park.

- 6.8.7 This meets the three tests of Regulation 122 of the CIL Regulations that a Planning Obligation must meet in order for it to be lawful:
- a. necessary to make the development acceptable in planning terms;
  - b. directly related to the development; and
  - c. fairly and reasonably related in scale and kind to the development
- 6.8.2 As the proposal will provide 18 dwellings, it also meets the trigger for affordable housing and education contributions, however, given that the scheme will provide affordable rent bungalows for the over 65's, it is not considered that such contributions would be necessary. A condition can be added restricting occupation to persons over 65 in accordance with the WHT Management Plan, thus restricting the development to a form of affordable housing and avoiding any requirement.

## 7.0 CONCLUSIONS

- 7.1 The proposal involves the provision of retirement bungalows on land within the Telford urban area and comprises part of the Dawley Regeneration Masterplan area. The site is located in close proximity to Dawley district centre and benefits from good access and connectivity to shops and services as well as public transport links to Telford and beyond. The site is therefore considered suitable for retirement accommodation which is a form of accommodation required to meet the needs of an ageing population.
- 7.2 The proposal has been assessed against and is considered to comply with policies contained within the local development plan and national planning guidance and is recommended for approval.

## 8.0 RECOMMENDATION

- 8.1 Based on the conclusions above, it is recommended that **planning permission is granted** subject to the following: -
- a) A Section 106 agreement to secure a financial contribution of £10,800 towards offsite leisure/recreation facilities
  - b) The following conditions and informatives: -

### Conditions

1. A04 Time limit
2. B010 Details of Materials
3. B034 Highways Details
4. B150 SEMP
5. Bcust Local Lettings Plan
6. B121 Landscaping Plan
7. B126 Landscaping Management Plan

8. B061 Foul and Surface Water Drainage
9. B076 SUDS Management Plan
10. B145 Lighting Strategy
11. C013 Highways Construction Details
12. C38 Approved Plans
13. Dcust Occupancy restriction

#### Informatives

I17b Coal Low Risk area

I24a GCN

I25b Nesting Birds

I40 Conditions

I41 Reason for Grant

RANPPF1 Approval - National Planning Policy Framework